

## LINCOLN CITY/LANCASTER COUNTY PLANNING STAFF REPORT

for September 27, 2006 PLANNING COMMISSION MEETING

**P.A.S.:** Miscellaneous #06013  
*Northwest Corridors Redevelopment Area: Blight and Substandard Determination Study*

**PROPOSAL:** Darl Naumann, Aide to the Mayor's Office for Economic Development and Marc Wullschleger, Director of the Urban Development Department, have forwarded a request to review the *Northwest Corridors Blight and Substandard Determination Study* and to recommend the Redevelopment Area be declared blighted and substandard.

**CONCLUSION:** The Northwest Corridors Redevelopment Area qualifies as blighted and substandard within the definition set forth in the Nebraska Community Development Law, NEB REV STAT § 18-2103, as determined by the *Northwest Corridors Blight and Substandard Determination Study*. The Blight and Substandard Determination Study is consistent with the redevelopment and revitalization activities identified in the 2025 Comprehensive Plan.

<b>RECOMMENDATION:</b>	Finding that there is a reasonable presence of blighted and substandard conditions in the Redevelopment Area as per § 18-2103 (11) Nebraska Revised Statutes.
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### **GENERAL INFORMATION:**

**LOCATION:** An area generally along Sun Valley Boulevard from West O Street to Cornhusker Highway, along Cornhusker Highway from I-180 to N. W. 12<sup>th</sup> Street, along N. W. 12<sup>th</sup> Street from Cornhusker Highway to Highlands Boulevard, Highlands Boulevard from N. W. 12<sup>th</sup> Street to N. W. 1<sup>st</sup> Street, and West Superior Street from N. W. 1<sup>st</sup> to I-180.

**PURPOSE:** Nebraska Community Development Law, NEB REV STAT § 18-2109 requires the Planning Commission to review whether an area is substandard and blighted. A recommendation of the Planning Commission is required to be provided to the City Council prior to a redevelopment area being declared blighted and substandard.

*Northwest Corridors Blight and Substandard Determination Study*

**LEGAL DESCRIPTION:** See Appendix.

**COMPREHENSIVE PLAN SPECIFICATIONS:**

***Guiding Principles for the Urban Environment - Overall Form***

Maximize the community's present infrastructure investment by planning for residential and commercial development in areas with available capacity. This can be accomplished in many ways including encouraging appropriate new development on unused land in older neighborhoods, and encouraging a greater amount of commercial space per acre and more dwelling units per acre in new neighborhoods. (F 17)

Encourage mixed-use redevelopment, adaptive reuse, and in-fill development including residential, commercial and retail uses. (F 18)

Preserve and enhance entryway corridors into Lincoln and Capitol View Corridors. (Page F 19)

Encourage renovation and reuse of existing commercial centers. Infill commercial development should be compatible with the character of the area and pedestrian oriented. (page F 49)

Maintain and encourage retail establishment and businesses that are convenient to, and serve, neighborhood residents, yet are compatible with, but not intrusive upon residential neighborhoods. (page F 49)

Encourage efforts to find new uses for abandoned, under utilized or "brownfield" sites that are contaminated. (Page F 49)

**ANALYSIS:**

1. This is a request to determine whether the Northwest Corridors Redevelopment Area should or should not be declared blighted and substandard per § 18-2103 (11) Nebraska Revised Statutes. After an area is declared blighted and substandard, the City may proceed with the preparation and approval of a Redevelopment Plan. Redevelopment activities may include utilizing Tax Increment Financing (TIF) from private development to pay for public infrastructure and improvements.
2. The Redevelopment Area comprises 1,241 acres. Approximately 30% of the land is vacant, 19% is in right-of-way, 19% in industrial use, 18% is in parks and recreation uses, 9% is commercial, and 1.5% is residential and 3.5% is in other uses.
3. The Blight and Substandard Determination Study is consistent with revitalization activities outlined in the 2025 Comprehensive Plan.

*Northwest Corridors Blight and Substandard Determination Study*

4. A consultant was hired by the City of Lincoln to conduct the study to determine whether or not there was a presence of substandard or blighting conditions in the study area per § 18-2103 (11) Nebraska Revised Statutes.
5. A **substandard** area is defined in the Nebraska Revised Statutes as containing a predominance of buildings with the presence of the following **four** conditions:
  1. Dilapidation/deterioration
  2. Age or obsolescence
  3. Inadequate provision for ventilation, light, air, sanitation or open spaces
  4. a) High density of population and overcrowding; or  
b) The existence of conditions which endanger life or property by fire and other causes; or  
c) Any combination of such factors, is conducive to ill health, transmission of disease, infant mortality, juvenile delinquency, and crime, and is detrimental to the public health, safety, morals or welfare.
6. The consultant conducted a detailed exterior structural survey of 222 structures, a parcel-by-parcel field inventory, interviews with City staff, and a review of pertinent reports and documents in order to determine if substandard conditions were present in the area. A field study of exterior building conditions found that 44 or 20% of the structures were deteriorating or dilapidated. The field survey found that 15 of the 86 commercial/industrial structures were deteriorating or dilapidated. (Pages 28 of Blight and Substandard Determination Study)

**Substandard**

7. The consultant concluded that the area could be considered substandard because **three** of the **four** factors were found to be present to a reasonable extent, and one to a strong extent. The factors were found to be reasonably distributed throughout the study area.
  - ✓ **Dilapidation/ deterioration** (20% of structure were deteriorating or dilapidated)
  - ✓ **Age or obsolescence** (residential structures averaged 70.2 years in age and 31.5 years for commercial structures)
  - ✓ **Inadequate ventilation, light, air, sanitation or open spaces** (there were old water and sanitary sewer lines in the area and 58% of the parcels lacked sidewalks)

The consultant concluded there was a strong presence of conditions which endanger life or property by fire and other causes. (Page 31 of Study)

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8. A **blighted** area is defined in the Nebraska Revised Statutes as having the presence of **twelve** conditions (consultant conclusion on presences of each condition is shown in bold:
  1. A substantial number of deteriorating or dilapidated structures; **(present to a reasonable extent due to 20% deteriorating or dilapidated)**
  2. Existence of defective or inadequate street layout; **(present to a reasonable extent due to lack of sidewalks and gravel streets)**
  3. Faulty lot layout in relation to size, adequacy, accessibility or usefulness; **(present to a strong extent due to large lots)**
  4. Insanitary or unsafe conditions; **(present to a strong extent due to various factors, such as 46% of the structures being 40+ years of age and older water and sanitary sewer mains)**
  5. Deterioration of site or other improvements; **(present to a strong extent due to lack of sidewalks and 36% of parcels having an overall site condition rating of fair and 11% poor)**
  6. Diversity of ownership; **(present to a significant to reasonable extent due to 270 different owners)**
  7. Tax or special assessment delinquency exceeding the fair value of the land; **(not a factor)**
  8. Defective or unusual conditions of title; **(not a factor)**
  9. Improper subdivision or obsolete platting; **(present to a strong extent due to older plats and 50 by 142' size residential lots which are generally undersized by current market standards)**
  10. The existence of conditions which endanger life or property by fire or other causes; **(present to a strong extent due to age and condition of structures)**
  11. Any combination of such factors, substantially impairs or arrests the sound growth of the community, retards the provision of housing accommodations or constitutes an economic or social liability; **(present to a strong extent)**

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12. Is detrimental to the public health, safety, morals, or welfare in its present condition and use; and in which there is at least one of the following conditions:
  - a) Unemployment in the designated blighted area is at least one hundred twenty percent of the state or national average;
  - b) The average age of the residential or commercial units in the area is at least 40 years;
  - c) More than half of the plotted and subdivided property in the area is unimproved land that has been within the City for 40 years and has remained unimproved during that time;
  - d) The per capita income of the designated blighted area is lower than the average per capita income of the city or City in which the area is designated; or
  - e) The area has had either stable or decreasing population based on the last two decennial censuses.

**(One of conditions is present throughout area since the average age of residential and commercial structures is at least 40 years)**
9. The area was reviewed to determine if the blighting factors were present to an extent that public intervention was appropriate or necessary, and that the factors were reasonably distributed throughout the study area.
10. It is the conclusion of the Consultant that the number, degree and distribution of blighting factors, as documented in this Study, are beyond remedy and control solely by regulatory processes in the exercise of the police power and cannot be dealt with effectively by the ordinary operations of private enterprise without the aids provided in the Nebraska Community Development Law. The findings of this Blight and Substandard Determination Study warrant designating the Redevelopment Area as substandard and blighted.
11. A copy of the executive summary of the report is attached. The full report is on file with the Urban Development Department and the Planning Department.

Prepared by:

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Stephen Henrichsen, AICP [shenrichsen@lincoln.ne.gov](mailto:shenrichsen@lincoln.ne.gov)  
Planning Department, (402) 441-6374

*Northwest Corridors Blight and Substandard Determination Study*

**DATE:** September 13, 2006

**APPLICANT:** Darl Naumann  
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Marc Wullschleger, Director  
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**Legal Description**

The Northwest Corridors Redevelopment Area boundary is described as an area in or adjacent to the City of Lincoln, Lancaster County, Nebraska, described as follows: Commencing at the most Southerly point of Lot 1 Block 5, Highlands Coalition proceeding Southwesterly along said West right-of-way of NW 1st Street until reaching the intersection of NW 1st Street and W. Highland Boulevard; then proceeding West along the West right-of-way of W. Highland Blvd. until reaching the intersection of W. Highland Blvd. and NW 12th Street; then proceeding North along West right-of-way of NW 12th Street until reaching the Northeast corner of Lot 2, Block 2, Highlands Coalition 4th Addition; then proceeding West along North border of said lot until reaching the Northwest Corner of said lot; then proceeding South along West border of said lot until reaching the Southwest corner of Outlot I, Block 2, Highlands Coalition; then proceeding West along North border of Outlot B, Highlands Business Park 2nd Addition, then proceeding South along West border of said lot until reaching the Northeast corner of a vacated tract of land described as parcel number 11-09-200- 997-000; then proceeding East until reaching W. Highlands Blvd.; then proceeding Northeasterly along North right-of-way of W. Highlands Blvd. until reaching the intersection of W. Highlands Blvd. and NW 12th Street; then proceeding South along West right-of-way until reaching Lot 4, Block 3, Union Pacific Addition; then proceeding West along North border of said lot; then proceeding South along West border of said lot until reaching W. Adams Road/Interstate 80 Access Road; then proceeding West along the North right-of-way of W. Adams Road until reaching the division of W. Adams Road; then proceeding East along the South right-of-way of W. Adams Road until reaching Irregular Tract Lot 58 and 69, 16-10-6; proceeding Southeast along said lots until reach NW 12th Street; then proceeding along the West right-of-way of NW 12th Street until reaching Irregular Tract Lot 4, 15-10-6; proceeding Southwest past said lot and Irregular Tract Lot 5, 15-10-6; proceeding Southwest along West border of Irregular Tract Lot 51, 16-10-6, South 14.61 Acre tract in Lot 51, 16-10- 6, Irregular Tract Lot 38, 16-10-6, Irregular Tract Lot 49, 16-10-6; then proceeding East along the South border of Lot 93 SW 15-10-6 also described as the center line of the New Channel Oak Creek crossing Irregular Tract 27 and 26, 15-10-6; then crossing the South bank of Oak Creek to the most Westerly point of Lot 91 SE and Lot 302 NE, 22-10-6; proceeding East along North border of said lot to W. Charleston Street; then Southwest along said lot, then Northwest along border of said lot; then West along North border of Lot 132, 22-10-6; then along West border of Lot 106 and 30, 22-10-6, until reaching Lamont Sixth Add Outlot A Lamont 5th Lot 57, Lamont Sixth Add Outlot A the West along border of said lots and Lot 174, 22-10-6; then South along border of Lot 174 and Lot 45, 22-10-6 until reaching the North right-of-way of W "Q" Street; then proceeding West until Capitol Beach Boulevard; then South along East right-of-way of Capitol Beach Blvd. then proceeding East along North right-of-way of W "P" Street until reaching the intersection of W "P" Street and Sun Valley Boulevard; then proceeding Northeast on the West right-of-way of Sun Valley Blvd. until reaching the Northwest corner of Irregular Tract Lot 149 SE, then proceeding on East right-

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of- way of Sun Valley Blvd. until reaching the intersection of Sun Valley Blvd. and Line Drive and N 4th Street; then proceeding Northeast along said right-of-way to Charleston Street until reaching Interstate 80; then proceeding North on West border of Interstate 80 until reaching Sun Valley Blvd.; then proceeding Northeast along East right-of-way of Sun Valley Blvd. to N 10th Street then proceeding North along East right-of-way of N 10th Street to the intersection of N 11th Street and the Interstate 80 Access Road then proceeding West until reaching Lot 2, M R Krupicka's Addition then North until intersection of N 9th Street and Oak Street then West along border of Lot 1, M R Krupicka's addition then South along West border thereof until crossing Interstate 80 to Southeast corner of Irregular Tract Lot 89, 14-10-6, proceeding North along border of Irregular Tract Lot 89, 14-10-6; then West along said border; then proceeding North along border of Irregular Tract Lot 93, 14-10-6; proceeding North on Country Side Lane to Saunders Ave; then proceeding West across border of Irregular Tract North 133' of W 128' Lot 93, 14-10-6 to East right-of-way of N Street until W. Saunders Rd proceeding West until reaching West border of Lot 22 and 23, Block 8, Midway; then South along West border of said Lots to Southeast corner of Lots 1-4, Block 7, Midway; then West along South border of Lots 1-4 and 5-9, Block 7 Midway; then straight West until reaching N. Main Street then North to North right-of-way of W. Saunders Rd; then West along North right-of-way of W. Saunders Road to East right-of-way of NW 8th Street; then North along East right-of-way of NW 8th Street to Southwest corner of Lots 2 and 3, Hoppe West Addition; then West to the Northeast corner of Lots 5 & 6, Block 17, West Lincoln; then North to Northeast corner of Lot 12, Block 17 West Lincoln; then to East right-of-way of NW 9th Street; then North to Southwest corner of Lot 7, Block 8, West Lincoln; then West to Southeast corner of Lot 6, Block 8, West Lincoln; then North to Northeast corner of said lot; then West to Northeast corner of Lot 7, Block 7, West Lincoln; then North to Northeast corner of Lot 9, Block 7, West Lincoln; then West to East right-of-way of NW 10th Street; then North along East right-of-way until Northwest corner of Lot 11, Block 7, West Lincoln, then East to Southeast corner of Lots 3, 4, 5, Block 9, West Lincoln; then North to Northeast corner of Lots 10, 11, 12, Block 4, West Lincoln; then West to Northwest corner of said lots; then North to Northeast corner of Lots 13 and 14, Block 4, West Lincoln; then West to East right-of-way of NW 8th then North along said right-of-way; then West to Northeast corner of Lot 4, Block 5, West Lincoln; then West across to Northwest corner of Lot 9, Block 5, West Lincoln to Northwest corner of Lots 7, 8, 9, Block 6, West Lincoln; then North on NW 10th Street around the East border of the Interstate 80 Access Road to the North; then West around said Access Road across Interstate 80; then North until W. Adams Road; then West along W. Adams Road to East right-of- way of NW 12th Street; then North along said right-of-way until the intersection of NW 12th Street and Kingbird Road; the East along South right-of-way of Kingbird Road until Cattail Road then Northeast along East right-of-way of Cattail Road; then Northeast along border of Lot 80 NE, 10-10-6; then Southeast along said border; then Northeast along said border and continuing Northeast along border of Outlot A of University of Nebraska Technology Park 1st Addition to West right-of way of Superior Street; then Southeast along said right-of-way to intersection of Superior Street and Interstate 80 Access Road then back along East



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right-of -way of Superior Street to Northeast side of Interstate 80; then proceed Northeast to Southwest border of Outlot A and that part vac Chadderton Circle adj, Highlands Coalition First Addition to Southeast corner of Lot 1, Highlands Coalition 2nd Addition; proceeding along said border and the border of Outlot A, Highlands Coalition 2nd Addition until reaching NW 15th Street and the Point of Beginning.



# CITY OF LINCOLN NEBRASKA

MAYOR COLEEN J. SENG

[lincoln.ne.gov](http://lincoln.ne.gov)

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August 31, 2006

Marvin Krout, Director  
City of Lincoln-Lancaster County Planning Department  
555 S. 10<sup>th</sup>  
Lincoln, NE 68508

Dear Marvin:

Enclosed is the Northwest Corridors Blight and Substandard Determination Study. The Study was completed in August, 2006 by Hanna:Keelan Associates, P.C. at the request of a group of property owners in the area.

Please forward the Study to the Planning Commission for their earliest consideration and review for conformity with the Comprehensive Plan. My understanding is that it should be on the September 27, 2006 Planning commission agenda.

If you have questions or need additional information, please contact me at 441-7606 or by e-mail at [whjermstad@lincoln.ne.gov](mailto:whjermstad@lincoln.ne.gov). Thank you.

Sincerely,

Wynn S. Hjermstad, AICP  
Community Development Manager

cc: Marc Wulischleger, Urban Development Director  
Troy Gagner, Economic Development Coordinator, Urban Development Department  
Kathy Northrop, Community Development Specialist  
Darl Naumann, Economic Development Coordinator, Mayor's Office

enc.

# BLIGHT AND SUBSTANDARD DETERMINATION STUDY

## ***EXECUTIVE SUMMARY***

### **Purpose of Study/Conclusion**

The purpose of this Study is to determine whether all or part of the designated **Northwest Corridors Redevelopment Area**, in Lincoln, Nebraska, qualifies as a **blighted and substandard area**, within the definition set forth in the Nebraska Community Development Law, Section 18-2103.

The findings presented in this Blight and Substandard Determination Study are based on surveys and analyses conducted for the **Northwest Corridors Redevelopment Area**, referred to as the **Redevelopment Area**. **Illustration 1** delineates the Area in relation to the City of Lincoln.

### **Purpose for Evaluation:**

The **Northwest Corridors Redevelopment Area** was initially targeted for evaluation as a Blighted and Substandard Area by the Mayor of Lincoln, Coleen J. Seng, as one of the priorities of her Administration. The Area was generally identified due to the desire to present appealing "Gateway Entrances" into the City of Lincoln. Conditions exist along the corridors in northwest Lincoln that are similar in nature to the recently approved West "O" Street Corridor Redevelopment Area. An overall sense is that significant portions of the Area contain structures and properties adjacent the corridors which have been allowed to deteriorate to the point that they no longer present an inviting entry way into the Community. Thus, the purpose of the Blight/Substandard Determination Study is to document prevalent conditions, in conformance with the Nebraska Community Development Law, in an effort to provide incentives for private and public property owners to make improvements to the Northwest Corridors in order to invite new and improved community and economic development activities to occur in the Area.

Corridors within the Redevelopment Area include Sun Valley Boulevard (Highway 6), West Cornhusker Highway (Highway 6), N.W. 12th, West Adams and Superior Streets. Additionally, portions of the Redevelopment Area are adjacent the Interstate 80 and Highway 180 corridors. These corridors contain a variety of land use types including public/quasi-public, commercial, industrial, residential, parks and recreation, as well as underdeveloped/vacant land uses. Important developments and landmarks within the Redevelopment Area include, the University of Nebraska Technology Park, Oak Lake Park, West Gate Industrial Park, both commercial and industrial developments along N.W. 12th Street and the Pfizer research and development campus.

The **Northwest Corridors Redevelopment Area** is vital to the future economic well-being of the City of Lincoln. The intent of this Study is to determine if the area qualifies as a "Blighted and Substandard" area.

# City Context Map

Northwest Corridor Blight/Substandard Study  
Lincoln, Nebraska

